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ABSTRACT

A nationwide research project analyzed the impact of that shift in national policy as it affected Title I part A of the Higher Education Act (HEA) and what was implemented under it. Data were gathered about the nature of HEA, Title I, 1965, and its 1976 Amendments related to the continuing education programs funded and operational in sixty public institutions of higher education (from the perspective of the major administrators). Data analysis resulted in eight major findings: (1) the shift was not a substantive shift in legislation; (2) the shift clarified the definition of "community,; (3) two differentiated kinds of impact were identified: anticipatory and subsequential; (4) anticipatory impact occurred in larger, older, land-grant public institutions of higher education; (5) subsequential impact occurred in smaller, younger, non-land-grant institutions; (6) administrators at institutions in which anticipatory impact occurred saw themselves as proactive and were more involved in dealing with policy at all levels; (7) administrators at institutions in which subsequential impact occurred saw themselves as reactive and were less extensively involved with policy; and (8) administrators relied heavily on professional experience regarding policy. Sixteen implications for theory and practice and five for further research were derived. (YLB)

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IMPACT OF A SHIFT IN NATIONAL POLICY ON CONTINUING EDUCATION
ADMINISTRATION IN PUBLIC INSTITUTIONS OF HIGHER EDUCATION

by

Phyllis B. Weichenthal

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THE BACKGROUND

The university movement in the United States is rooted historically in European traditions. Following the Morrill Act of 1862, land-grant institutions of higher education emerged in this country (Veysey, 1965). Continuing education in the United States may be viewed as part of this country's traditional historic concern with educating the whole person, keeping in touch with the practical interests of human life as well as the spiritual and aesthetic.

Gradually the environmental context in which institutions of higher education found themselves became increasingly complex. Federal involvement with higher education grew (Fox, 1969; Coleman, 1962; Conrad and Cosland, 1976; Bender, 1977). National regulation of continuing education was recommended; concurrent environmental forces converged in the 1960s and 70s pressuring institutions of higher education to adapt in order to survive (Bell, 1975; Mautz, 1976; Bender, 1977; Keppel, 1977; Ornstein, 1977; Richman and Farmer, 1977).

In response to many of these same forces for change, Congress passed the 1976 Amendments to the Higher Education Act (including Title I Part A--Section 101, a, 2) which specifically called for "support of the expansion of continuing education in colleges and universities" (PL 94-482, 1976; NACECE, 1979). The addition of this subsection was a shift in wording from the 1965 Higher Education Act and from the 1972 Amendments to that Act. These previous federal policies were directed toward assisting in the solution of community problems by strengthening the community service programs of colleges and universities. The 1976 Amendments to the Higher Education Act did not do away with this purpose. Title I Part A Section 101 a, 2 mandated the authorization of federal funds to develop continuing education programs by providing support for the expansion of continuing education in colleges and universities. For

purposes of the 1976 Amendments, such "continuing education programs" were defined as:

... postsecondary instruction designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities for adults who are not adequately served by current educational offerings in their communities. (PL 94-482, 1976)

Thus, the 1976 Amendments to the Higher Education Act may be considered as one of the factors precipitating systematic change in institutions of higher education.

THE NEED

Within this milieu, there existed a need for clarification at theoretical, conceptual, and empirical levels. "Often in a complex situation, virtually every factor exists and relates to every other factor" (Mann, 1975, p. 7). Such complexity requires recognition of the multidimensional view that must be taken in the area for study and the multifactoral nature of the problem ... typically "prevalent in the area of educational policy research" (Innaccone, 1975, p. 216). "Little of the literature seems to try systematically to link some set of independent explanatory variables with some dependent ones" (Simeon, 1975, p. 552). Instead of being considered always a dependent variable "policy can ... be an independent variable and there must be a central focus on policy outcomes (impacts) if a policy science is to develop." Expanding such a new focus "to include the outcomes of policy calls for new initiatives in data collection and evaluation, and the integration of findings into a viable theory" (Heatwole, 1976, pp. 597-599).

The more complicated and comprehensive a topic is, the greater premium there is on knowledge about that topic. Policy matters are certainly examples of that relationship (Mann, 1975, p. 58).

If we know something about the factors that help shape public policy, or the consequences of given policies,

then we are in a position to say something useful concerning how individuals, groups, or governments can act to attain their ... goals. It puts us in a position of saying ... if, ... then ... (Anderson, 1976, p. 8).

Continuing education agency administrators by the nature of their positions differ from administrators in many other organizational settings (Knox, 1967, pp. 10-11). Major continuing education administrators not only serve as the link between their agencies and other organizations and groups. They also serve as the link between the law and the programs, between the abstract and the concrete. In addition, lying between the policy and the program is what Faure called "strategy": "the central link in a chain" between the policy and its outcomes (Faure, 1972, p. 171). It is obvious then in institutions of higher education that critical links between policy and programs are the major continuing education administrators of the agencies and the strategies they use--their perceptions, their perspectives--to move from the abstract to the concrete, from theory to practice, from policy to program, from input to output/outcome. The perceptions and perspectives as well as the strategies of the major administrators of continuing education in institutions of higher education will either help to create or fail to create the desired outcomes of this segment of federal public policy which supports "the expansion of continuing education in colleges and universities."

There was a need to explore the relationship between policy and program from the vantage point of the major administrators of continuing education in public institutions of higher education. What was the relationship between Title I of the original Higher Education Act and its 1976 Amendments? How has the shift in the policy's wording to include support for "the expansion of continuing education in colleges and universities" impacted the continuing education units of public four-year colleges and universities? What have the administrators of such units done because of this policy shift; why; and what were the nature and extent of the consequences?

THE PURPOSE

It was the purpose of this research project to examine from the perspective of the major administrators of continuing education in public institutions of higher education the relationship between (1) Title I of the Higher Education Act and its 1976 Amendments, and (2) the actual and anticipated consequences (the impact) of the national public policy shift represented by the 1976 Amendments to Title I Part A (HEA) on the continuing education administrative units, for the learners involved with the agencies, and for the societal context of those learners. Impact based on "functionality" as defined and discussed by Merton (1968), Levy (1968), and Katz and Kahn (1969, 1978) was central to the focus of this research project. Variables affecting the impact of this policy shift were derived from a review of related theoretical and empirical studies. Some variables were expected to be antecedent to impact; some, concurrent with it; some subsequent to it. Some were expected to be external to the administrative unit; some were expected to be internal to the administrative unit. Critical variables were also expected to reside with the major continuing education administrators--their perceptions, their approaches or strategies--as "linkers" or key conversion agents in the transformation of policy into programs. Thus, their perspectives were assumed to be central to this research. However, data were collected from other individuals at local, state, and national levels and from other sources to clarify subjective from objective responses.

A CAVEAT

In the process of analyzing the data that were obtained, it became evident that two quite different kinds of impact were being referred to by respondents. These two were designated by the researcher as Anticipatory Impact and Subsequential Impact. The Anticipatory Impact of the 1976

Amendments to Title I Part A (HEA) included consequences or changes that occurred or were alleged to have occurred within the system or for participants in the system under consideration prior to the 1976 Amendments to Title I Part A (HEA). The Subsequential Impact of the 1976 Amendments to Title I Part A (HEA) included consequences or changes that occurred or were alleged to have occurred within the system or for participants in the system under consideration after and as a result of the 1976 Amendments to Title I Part A (HEA). Anticipatory Impact was not considered "better" than Subsequential Impact nor was Subsequential Impact considered "better" than Anticipatory Impact. These were two differentiated forms of impact which emerged at the data analysis stage of this research. These distinctions were ones which had not been identified in prior research of Title I and what resulted from it, nor was there any anticipation that the respondents would make these distinctions prior to the data analysis.

Following the emergence of the two different kinds of impact, the empirical data-based literature was reassessed with the specific purpose of determining whether or not traces of Anticipatory Impact might be discovered. That reassessment did in fact identify empirical evidence from the field reported in that body of literature illustrating the anticipation of the 1976 Amendments to Title I Part A (HEA).

In effect, what had started in its first phase as an inductive, exploratory study and in its second phase was largely a deductive study, had to be dealt with ultimately as a retroductive study because of the emergence of the Anticipatory Impact of the Shift as an unexpected and major finding. According to Krimmerman (1969), three forms of scientific reasoning exist: (1) the hypothetical-deductive method, which derives empirical consequences from suggested universal hypotheses, then compares these consequences with the

results of direct observation; (2) the inductive method, which scientifically explains a particular event as to be "expected with high inductive probability"; and (3) the retroductive method, which (a) provides grounds for the initial proposing, rather than final acceptance, of scientific hypotheses yet (b) is neither deductive nor inductive. The retroductive method allows the spacing of a new conceptual framework within which surprising or apparently unrelated data can be organized into intelligible patterns (pp. 43-45).

Schematically, the retroductive approach has been set forth as follows:

1. Some surprising, astonishing phenomena $p_1, p_2, p_3 \dots$ are encountered.
2. But $p_1, p_2, p_3 \dots$ would not be surprising were a hypothesis of H's type to obtain. They would follow as a matter of course from something like H and would be explained by it.
3. Therefore there is good reason for elaborating a hypothesis of the type of H; for proposing it as a possible hypothesis from whose assumption $p_1, p_2, p_3 \dots$ might be explained. (Hanson, 1961, in Krimmerman, 1969, pp. 81-82)

The distinction between the Anticipatory Impact and the Subsequential Impact of the 1976 Amendments to Title I Part A of the Higher Education Act may well constitute one of the most important findings, if not the most important finding, of this study. (The relationship between Anticipatory Impact and Subsequential Impact and where they are positioned in this study in relation to the other main variables considered are depicted in Figure 1.)

CONCEPTUAL AND EMPIRICAL FRAMEWORK

The conceptual frame of reference used to structure this research project began with the law. In order to understand the meaning of the impact of the 1976 Amendments to Title I Part A of the Higher Education Act on the continuing education administration in public institutions of higher education, the foundation of the frame of reference had to be the law itself: Title I of the Higher Education Act and its 1976 Amendments. To provide further clarity when

examining and understanding the complex relationships between major study variables concepts were added to the frame of reference (1) from the field of continuing education, (2) from previous Title I studies, and (3) from macro and micro policy implementation constructs. In addition, adaptations of these concepts, constructs, and the models related to them were made explicitly for this research project.

The Law

The continuing education allowed by the 1965 Title I HEA legislation to meet the "unique educational needs of the adult population" and to "assist the individual to meet the tasks imposed by the complexities of our society in fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development" were made by "grants under this Title to strengthen the community services programs of colleges and universities" in order to, or "for the purpose of assisting the people of the United States in the solution of community problems." (PL 89-329, p. 1219)

According to Farmer, Sheats, and Deshler, the two-fold objectives of Title I of the Higher Education Act of 1965 were:

1. to help people solve community problems and
2. to strengthen and improve community service and continuing education programs in institutions of higher education (1972, p. 3).

Amendments were made to Title I of the Higher Education Act in 1972 which did not substantively change it as far as its major purposes were concerned. The general objectives or two-fold purpose of this piece of legislation continued to be interpreted as directed toward:

1. helping people solve community problems and
2. strengthening and improving community service and continuing education programs in institutions of higher education.

This was substantiated by the October 18, 1977, briefing paper prepared by the Community Service and Continuing Education Branch (HEW) for Dr. Alfred L. Moyer:

The entire HEA, Title I program up to this year has been based on the premise that all the continuing education activities being performed were community service in order to help solve specific identified community problems. The key to all this educational activity has been the instruction and assistance being performed by post-secondary institutions' faculty, staff, and students to teach, do applied research, and impart knowledge to the community in carrying out the missions of colleges and universities.

The memo served to indicate primarily that the change or expansion in the purpose of Title I did not come until after the 1976 Amendments to the Higher Education Act.

The 1976 Amendments to Title I HEA legislated the change referred to in the Moyer briefing memo. As a result of these amendments, Title I was amended to have a three-fold purpose. Subsequently, programs were funded to serve any one of the following purposes:

1. assisting the people of the United States in the solution of community problems ... by enabling the commissioner to make grants under this part to strengthen community service programs of colleges and universities;
2. supporting the expansion of continuing education in colleges and universities, and
3. supporting resource materials sharing programs ... (PL 94-482, 2083).

Under the first of the three-fold purposes, the definition of community service program and continuing education program remained as stated in 1965. Even after the 1976 Amendments in the area of community problem solving, the intent and purposes of the legislation had not changed since the 1965 Higher Education Act. It was the next part, or second of the three-fold purposes of the 1976 Amendments to Title I HEA, which changed, at least in terms of the wording of the law as it was amended in 1976.

It appeared that the intent and purpose of this 1976 section to Title I Part A would allow continuing educational activities

1. to meet the educational needs and interests of adults,
2. to expand available learning opportunities to adults who are not adequately served by current educational offerings in their communities,
3. while at the same time expanding continuing education in colleges and universities.

The 1977 Moye memo stated:

By virtue of the Education Amendments of 1976 we now have a new more expanded role for continuing education activities based on the needs and interests of adults (plus the planning for resource material sharing). Both of these functions are designed to expand learning opportunities for adults.

A comparison of the Higher Education Act of 1965 with its 1976 Amendments indicates that, at least in terms of the wording, a shift had occurred. Before the 1976 Amendments, the stated purpose of Title I (HEA, 1965) was educationally helping persons solve community problems. The "educational" assistance could include continuing education activities. Those continuing education activities were to

meet the unique educational needs of the adult population who have either completed or interrupted their formal training and to assist the individual to meet the tasks imposed by the complexities of our society in fulfilling his role in the world of work, as an informed and responsible citizen and in his individual growth and development. (Regulations: Title I of the Higher Education Act of 1965, § 173.1)

After the 1976 Amendments, educationally helping persons solve community problems was still allowed. In addition, supporting the expansion of continuing education in colleges and universities per se was allowed. "Continuing education" activities were then defined as

postsecondary instruction designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities of adults who are not adequately served by current educational offerings in their communities. (PL 94-482, p. 2083)

In understanding the nature and extent of the "shift" from the original Title I Act to its 1976 amended form, the following question is critical: Does that change in wording constitute a substantive shift, a mutation, a clarification of intent, or possibly some combination of these alternatives? Concepts drawn from the field of continuing education and from the field of public policy have helped to answer this question.

Two Meanings of "Community"

In determining whether the 1976 Amendments to the Higher Education Act constituted a substantive shift, a mutation, a clarification of intent, or possibly some combination of these alternatives, it was necessary to examine the meaning of the word "community" as it had been used in Title I of the Higher Education Act before the 1976 Amendments. According to Professor Harvey Choldin ("community" specialist in the Department of Sociology Center for Advanced Studies of the University of Illinois), the term "community" can mean either ... (1) a geographic area, referred to as a "community"--"a place: the population living in a place having daily activities located in that place, which is itself composed of sub-communities"; or (2) a group of people, referred to as a "community" of individuals--"a group of people with a set of common interests." The second definition is currently the "most common." There is difficulty within the field of sociology in setting the boundaries of "community" (Sjoberg, 1964), but the two basic definitions of "community" as a "territorial or geographic area" and as "people who share some common interest of function" (Zadrozny, 1959; Reading, 1977) are the major alternative definitions accepted in social science. (See also Lindeman,

1931; Websters Third New International Dictionary, Unabridged, 1961; Encyclopedia of Psychology, 1972; Dictionary of Education, 1973; Gusfield, 1975.)

Two major usages of 'community' should be distinguished ... In the first, the territorial, the concept appears in a context of location, physical territory, geographical continuity The second usage, the relational, points to the quality or character of human relationships, without reference to location. (Gusfield, pp. xv-xvi)

In explaining the relational use of "community," Gusfield noted that "the same person may be at once a Catholic, a student, a lawyer, a woman, an American." These define the person and establish him/her as a member of sometimes contradictory or conflicting "communities." (p. 42)

The use of these two major sociological definitions of "community" appeared in the field of adult and continuing education in the 1977 National Center for Higher Education Management Systems (NCHEMS) study: Learning Opportunities for Adults: A Literature Review. However, the NCHEMS study did not elaborate on the distinctions such a two-fold definition may imply. Rather, the NCHEMS publication stated: "Community is a term with many connotations for adult learning opportunities, but there is not a large amount of literature tying together these two subjects." After reviewing the literature that was available the NCHEMS report stated:

Two kinds of community that will be referred to in this chapter are geographic-based and interest-based communities. Lenning, Lee, Micek, and Service intend geographic-based communities as large groups defined on the basis of functional territorial boundaries, such as local communities (cities, counties, metropolitan areas), state, region, national, and international community. Interest-based communities refer to large groups that are identified as entities working toward a well-defined interest or mission, such as private enterprise, associations, and government agencies Communities large and small, based on geographic or interest elements, are the moving force behind much of their members' learning. They offer outlets for community service for providers and individual learners;

are the center for community education, wherein all institutional forces of a community come together for educating all its people; and form the content and method of programs aimed at solution of the community's problems. (pp. 115-119)

Rather than proceeding with the implications of such a two-fold definition of "community," the NCHEMS study developed a community perspective by presenting five categories a community might consider to describe adult learning opportunities: adult learners; providers; objectives and outcomes; content, methods, and functions; and resources. Both definitions of community were implicit but not differentiated throughout the rest of the NCHEMS discussion. The five NCHEMS categories are not applicable to this study; the two major sociological definitions of "community" are. For purposes of the NCHEMS study it was, apparently, not necessary to probe the differences that may arise in continuing education activities developed for each of the major definitions of "community." However, these differences were highly relevant and absolutely necessary for providing clarity in this research project.

Types of "community" problems may thus be viewed as:

1. problems in a geographic area only,
2. problems of people "who share some common interest or function" only,
3. problems resulting from the interaction of 1 and 2 above.

Under the original Higher Education Act of 1965, the goal of the continuing education activities was to contribute educationally to "community problem solving." If the term "community" was interpreted as a place, a physical territory, a geographic area (the first of the two major sociological usages of "community"), then issues such as housing, poverty, urban blight, etc., were considered the "community" problems to be addressed. The goal of the continuing education activities was to provide the educational resources of the institutions of higher education to help solve problems of geographic

area. If the term "community" was interpreted as a "community" of individuals "who share some common interest or function" (the second of the two major sociological usages of "community"), i.e., women, the aged, inmates, the disadvantaged, American Indians, etc., then the problems to be addressed educationally were those of the "community" of individuals. The goal of the continuing education activities was to provide the educational resources of the institution of higher education to help the people in the "community" of individuals

meet the unique educational needs of the adult population who have either completed or interrupted their formal training ... to assist the individual to meet the tasks imposed by the complexities of our society in fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development. (Regulations: Title I of the Higher Education Act of 1965, § 173.1)

Four Models from the Field of Continuing Education

Building upon the sociological and legislative definitions of the term "community," this study turned next to the field of continuing education for conceptual models to help clarify the difference between "continuing education activities" to assist with "community problem solving" in a geographic area and "continuing education activities" to assist with meeting

the unique educational needs of the adult population who have either completed or interrupted their formal training ... to assist the individual to meet the tasks imposed by the complexities of our society in fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development. (Regulations: Title I of the Higher Education Act of 1965, § 173.1)

Four conceptual models drawn from the field of continuing education which provided additional clarity in this research project were those of Apps (1973), Houle (1961), Lawshe (1965), and Farmer, Sheats, and Deshler (1972).

Apps' conceptual model (1973) dealt with educational philosophies and the resultant orientation to the teaching-learning situation of educational activities. Houle's conceptual model (1961) focused on the orientation of the adult learner. Lawshe's conceptual model (1965) focused on the extension mode used to provide continuing education activities. The Farmer, et al., conceptual model (1972) illustrated the continuing education activities allowed by the Higher Education Act of 1965 to solve "community" problems. Two adaptations of the Farmer, et al., model were developed as a part of this study to illustrate continuing education activities allowed to solve the problems of a "community" when defined as a geographic area and to illustrate continuing education activities allowed to solve the problems of a "community" when defined as a group of people--a "community" of individuals--"who share some common interest or function."

The Apps Conceptual Model

Apps presented three learning models that were derived from the underlying educational philosophies each represented: Acquiring Content, Problem-Solving, and Self-Actualization. Acquiring Content viewed the content as an end in itself, the role of the learner as the recipient of content, and the learning goal as the mastery of information or facts. The learning model "Acquiring Content" is related to or derived from the educational philosophy of Essentialism or Perrenialism. Apps stated that Essentialism values the traditional and sees the role of education as preserving and passing on to succeeding generations the subject matter content. Perrenialism values the basic beliefs and knowledge of ancient culture and sees the role of education as disciplining the mind through drills, memorization, etc.

Apps' second learning model was called Problem-Solving. This learning model views the content as a means to an end, the role of the learner as a

problem-solver, and the learning goal as problem-solving. The learning model "Problem-Solving" is related to or derived from the educational philosophy of Progressivism or Reconstructionalism. Apps stated that Progressivism opposes authoritarianism and views all things as in a state of transition. It sees the role of education as helping students learn how to think, how to solve problems, and focuses on the learning process with a concern toward improving man's life in society. Reconstructionalism is more concerned with the ends than with the means and views the ends as continuing to change as solutions to problems are found, thus allowing new problems to emerge for which solutions will then be discovered. It, too, sees the role of education as helping students learn how to think, how to solve problems, and then how to discover the solutions to new problems which subsequently emerge.

Apps' final learning model was called Self-Actualization. This learning model views the content as a means to an end, the role of the learner as self-searching, and the learning goal as finding one's self. The learning model "Self-Actualization" is related to or derived from the educational philosophy of Existentialism. Apps stated that Existentialism values the potential of the person as more important than what that person already knows. It sees the role of education as directed toward individual self-fulfillment with education used as an instrument to encourage maximum individual choice and autonomy thus focusing on the whole person.

Certain educational philosophy specialists have indicated that they felt that the educational philosophy called "Positivism" is not directly evident in Apps' learning models. (Professors Eric Bredo and Fred Combs in the Department of Education Policy Studies at the University of Illinois noted such lack, but suggested that "Positivism" is basic to each learning model as skills in each are mastered.) "Positivism" values the learning and development of skills

that in turn allow one to cope, to solve problems, to develop to his full potential. However, "Positivism" can be incorporated as basic to each learning model as skills are mastered (1) in Acquiring Content, as one disciplines the mind to learn the subject matter content; (2) in Problem-Solving, as one learns how to think and how to solve problems; and (3) in Self-Actualization, as one learns to identify personal values and acts to maximize individual choice and autonomy. While Apps stated that there are not discrete boundaries between the three, he indicated that he believed individual educators tend to hold to one learning model more than to the other two.

The Houle Conceptual Model

Houle stated that there are three categories of adult learners: (1) those who are goal oriented; (2) those who are activity oriented; and (3) those who are learning oriented. Those learners who are goal oriented use the educational opportunity to meet some goal beyond the educational activity, e.g., courses that will be counted toward continued professional competence in a field, courses directed toward community problem solving. Those learners who are activity oriented use the educational activity as valuable to provide interaction with others to meet their need for such interaction, e.g., courses that teach recreational skills such as bridge or dancing lessons. Those learners who are learning oriented use the educational opportunity as valuable in itself to learn more about any given topic, e.g., courses that teach music appreciation or art appreciation. It is possible in any specific course to have learners with all three orientations toward the educational activity in which they are engaged.

The Lawshe Conceptual Model

Lawshe identified three dimensions of extension models: (1) the time-place dimension; (2) the substantive dimension; and (3) the catalytic

dimension. Each is progressively more sophisticated and requires more competence from those who do the work.

The time-place dimension offers the same course content to adult learners that is offered in the primary setting to non-adult students but at a different time and place, e.g., English courses taught to adults at night either on-campus or off-campus that are the same as those taught during the normal daily schedule to full-time undergraduate or graduate degree-seeking students.

The substantive dimension offers the same course content to adult learners normally offered in the primary setting to non-adult students but changes substantively the approach to the course to meet the needs of the adult learners specifically involved in the course, e.g., basic engineering taught to auto mechanics as opposed to basic engineering taught to engineering majors. The same content is adapted substantively to fit the background, needs, and interests of the adult learners.

Finally, the catalytic dimension offers educational activities to adult learners directed toward change. The context within which these activities will be offered has been studied and (1) those engaging in the educational activities and (2) the immediate context or a future context are intended to change as a result of the educational activities offered to the learners. Examples of such catalytic offerings might be courses for those involved in child abuse or courses dealing with energy conservation.

When viewing (1) Apps' three learning models used by educators derived from their educational philosophies, in combination with (2) Houle's three categories of adult learner orientation, and with (3) Lawshe's three dimensions of extension model used by those offering continuing education in institutions of higher education, it becomes apparent that there are

potentially 3 times 3 times 3, or twenty-seven theoretically and conceptually sound approaches that may be used as the resources of institutions of higher education are utilized to provide continuing education activities through Title I programs. These twenty-seven separate approaches make it possible to categorize, analyze, and better understand the continuing education activities that were allowed under Title I of the Higher Education Act previous to its 1976 Amendments. Returning to the differentiated definitions of "community" used by those providing such activities before the 1976 Amendments, a question immediately arises: were all twenty-seven possible approaches appropriate for both major definitions of the term "community?" The use of the Farmer, et al., conceptual model and two adaptations of that model helped to answer that question.

The Farmer, Sheats, and Deshler Conceptual Model

The model developed by Farmer, Sheats, and Deshler (1972, p. 33) illustrated the use of institutional educational resources to provide continuing education activities directed toward the "community" problem. In this model, "community" meant either (1) a geographic area or (2) a "community" of individuals. The adaptations of the Farmer, et al., model illustrated the use of institutional educational resources (1) to a "community" meaning a geographic area and (2) to a "community" meaning "community" of individuals who shared some common interest or function."

The model developed by Farmer, et al., illustrates continuing education activities offered in a catalytic mode (Lawshe) determined by the goal orientation of the learners (Houle) directed toward "community problem solving" (Apps' learning model: Problem-Solving). Farmer, et al., stated that in the catalytic mode

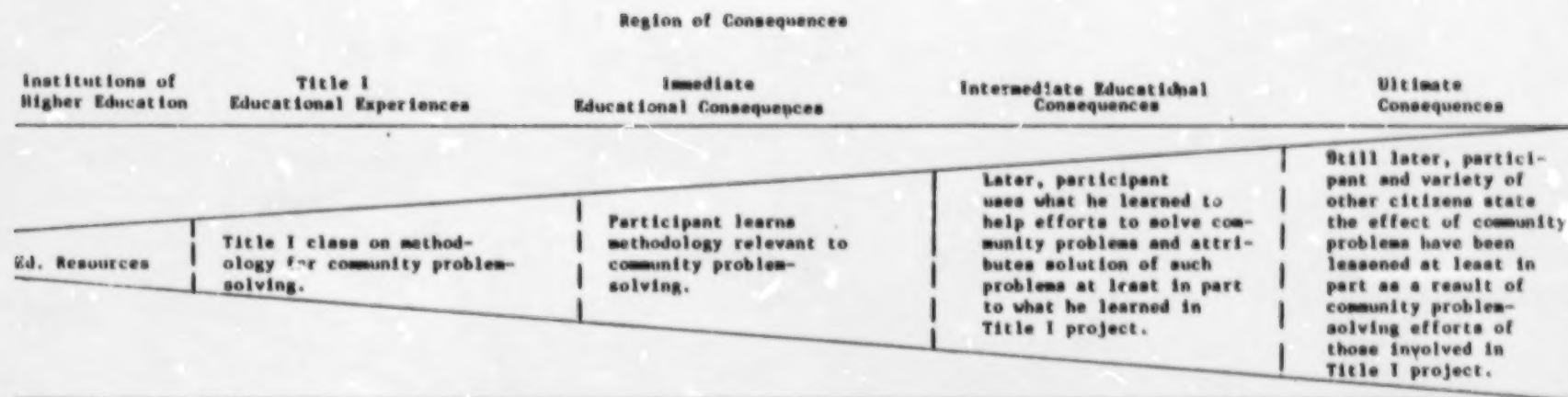


Figure 2. Purpose: Educational Activities Directed Toward Community Problem

(Farmer, Sheats, and Doshier. Developing Community Service and Continuing Education Programs in California Higher Education Institutions. Sacramento, CA: Coordinating Council for Higher Education, 1972, p. 33.)

the immediate intent of Title I projects was to provide educational assistance to community problem solvers. The assistance was not oriented to imparting knowledge for its own sake. Rather it hoped that ultimately those receiving the education would more adequately solve community problems because of knowledge acquired in Title I projects. (1972, p. 32)

This explanation applied to both sociological and legislated definitions of the term "community" but it did not distinguish between the two. Those distinctions are made immediately below.

Adaptations of the Farmer, Sheats, and Deshler Conceptual Model

The first model adapted from the previous Farmer, et al., model illustrates the use of institutional educational resources when the first major definition of "community" is intended: a geographic area. In providing the educational resources of an institution of higher education for "community problem solving" when "community" is defined as a geographic area, the only appropriate learning model (Apps) is that of Problem-Solving; the only appropriate adult learner orientation (Houle) is that of goal-orientation; but any one of the three dimensions of providing continuing education activities (Lawshe): the time-place, the substantive, and the catalytic is appropriate.

The second model adapted from the Farmer, et al., model illustrates the use of institutional educational resources when the second major definition of "community" is intended: a "community" of individuals "who share some common interest or function." In providing the educational resources of an institution of higher education for "community problem solving" when "community" means those "who share some common interest or function," any one of the three learning models (Apps) is appropriate; any one of the adult learning orientations (Houle) is appropriate; and any one of the three dimensions of providing continuing education activities (Lawshe) is appropriate.

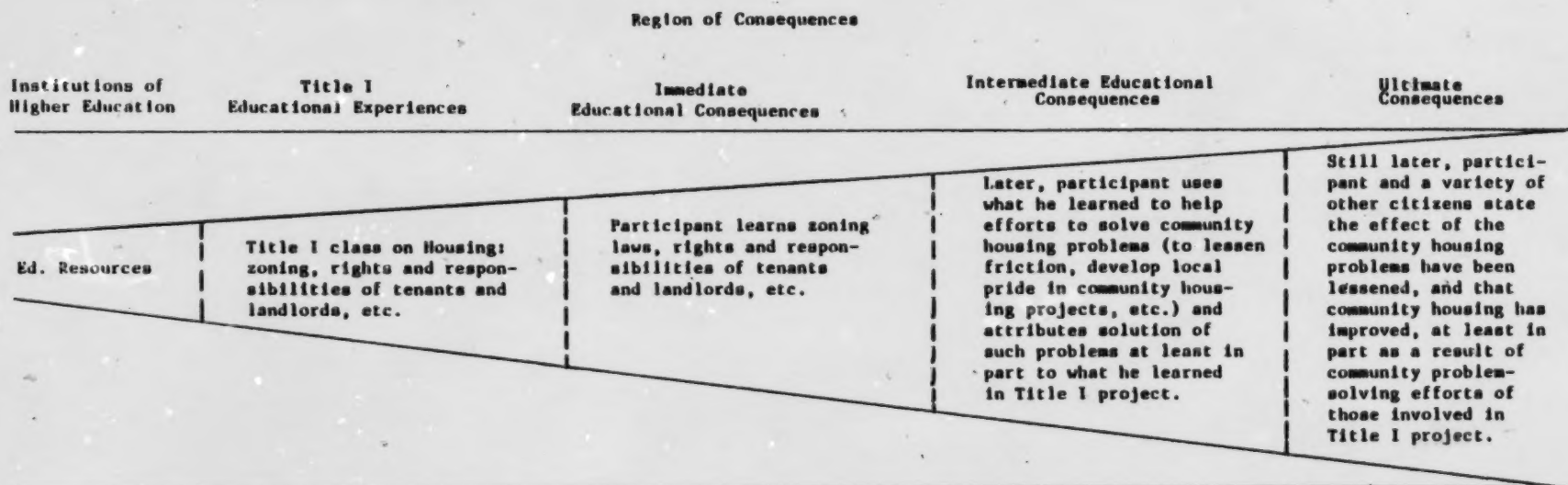


Figure 3. Purpose: Educational Activities Directed Toward a Community Problem in a Geographic Area--Housing

(Adapted from Farmer, Sheats, and Deshler. Developing Community Service and Continuing Education Programs in California Higher Education Institutions. Sacramento, CA: Coordinating Council for Higher Education, 1972, p. 33.)

Region of Consequences				
Institutions of Higher Education	Title I Educational Experiences	Immediate Educational Consequences	Intermediate Educational Consequences	Ultimate Consequences
Ed. Resources	Title I class for or about the elderly.	Participant learns about the elderly or as one who is elderly.	Later, participant uses what he learned to meet his/her "tasks imposed by the complexities of our society in fulfilling his/her role in the world of work, as an informed and responsible citizen, and/or in his/her individual growth and development and attributes results at least in part to what he/she learned in Title I project.	Still later, participant and a variety of others state the "needs of interests" of the "community" of individuals (the elderly) have been met, at least in part as a result of what was learned and done by those involved in Title I project.

Figure 4. Purpose: Educational Activities Directed Toward a Community Problem for a "Community" of Individuals--the Elderly (to "meet the unique educational needs of the adult population who have either completed or interrupted their formal training.... to assist the individual to meet the tasks imposed by the complexities of our society in fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development." Regulations: Title I of the Higher Education Act of 1965, 173.1.)

(Adapted from Farmer, Sheats, and Deshler. Developing Community Service and Continuing Education Programs in California Higher Education Institutions. Sacramento, CA: Coordinating Council for Higher Education, 1972, p. 33.)

It is pivotal to this study to understand that in addressing the needs of the "community" educationally when the second major sociological definition of the term "community" is used (individuals "who share some common interest or function"), those continuing education activities designed to

meet the unique educational needs of the adult population who have either completed or interrupted their formal training ... to assist educationally the individual to meet the tasks imposed by fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development (Regulations: Title I of the Higher Education Act of 1965, § 173.1)

may be any of the twenty-seven theoretically and conceptually sound approaches previously presented in this study which were derived from the literature in the field of continuing education.

To summarize thus far, when one interprets the "community" in "community problem solving" as a geographic place, only three approaches are appropriate in providing the educational resources of an institution of higher education for continuing education activities to bring about the desired result. When one interprets the "community" in "community problem solving" as a group of people or individuals "who share some common interest or function," twenty-seven approaches are appropriate in providing the educational resources of an institution of higher education for continuing education activities to bring about the desired result.

The 1976 Amendments Anticipated: Empirical Evidence From the Field

At the retroductive stage of this research project, it became necessary to examine the data from empirical literature in the field of continuing education with the specific purpose of determining whether or not there was evidence that the 1976 Amendments to Title I of the Higher Education Act had been anticipated by institutions of higher education. The intent of this review was not

to identify evidence that "continuing education activities" funded under Title I (HEA) had been used for "community problem solving" when "community" was defined sociologically and in the legislation as a geographic area. The intent of this review was to identify evidence that "continuing education activities" funded under Title I (HEA) had been used for "community problem solving" when "community" was defined sociologically as a group of individuals "who share some common interest or function." These forerunners of the 1976 Amendments appeared within Title I studies of a single state (Farmer, Sheats, and Deshler, 1972) as well as in Title I studies made nation-wide by the National Advisory Council on Extension and Continuing Education (Mulligan, 1973; NACECE, 1973, 1975a, 1975b, 1976).

Upon inspection it was possible to identify the gradual emergence of an implicit recognition of two different kinds of "community" problems being addressed by institutions of higher education in the continuing education activities funded by Title I (HEA) previous to the 1976 Amendments. These continuing education activities provided under the original legislation included programs (1) for women, (2) for professionals, (3) for the disadvantaged, (4) for state and local government officials. In addition, the scope, diversity, and complexities acknowledged at the national level which were considered inherent in categorizing Title I programs also became apparent.

The literature revealed not only the emergence of an implicit recognition of the distinction between the two sociological and legislative definitions of the term "community" at a national level preceding the 1976 Amendments to Title I HEA. It also provided evidence that some states had anticipated the focus of the 1976 Amendments as the following excerpt illustrates:

In anticipation of congressional support for a stronger continuing education focus in the 1976 Education Amendments, the States have conducted the needs assessments

and the other planning activities required for program development. The projects that are ready to begin operation are designed to respond to the learning needs of adults not adequately served by any existing programs: adults with limited labor market skills, unclear career goals, and financial status that make them ineligible for Federal student assistance programs, managers and employees of small businesses, adults who are employed and have no access to continuing education opportunities at times and locations suitable to their needs, handicapped adults, the elderly, and adults in correctional institutions. (NACECE, 1977, p. 25)

To summarize, it became evident that the 1976 Amendments to Title I HEA supported the expansion of continuing education in colleges and universities per se. For purposes of this part of the 1976 legislation, "continuing education" activities were defined as "postsecondary instruction designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities of adults who are not adequately served by current educational offerings in their communities." (PL 94-482, p. 2083) This change in wording does not appear to be a substantive shift in the intent and purposes of Title I of the Higher Education Act. It appears conceptually to be a mutation and/or a clarification of the earlier legislation.

Considered as a mutation of the earlier legislation which took the second major sociological definition of "community" as a group of individuals "who share some common interest or function" and required that continuing education activities be developed to

meet the unique educational needs of the adult population who have either completed or interrupted their formal training ... to assist (educationally) the individual to meet the tasks imposed by fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development. (Regulations: Title I of the Higher Education Act of 1965, § 173.1)

the 1976 Amendments to Title I (Part A) HEA in the section which supported the expansion of continuing education in colleges and universities per se defined that continuing education in terms very much like it had been defined previous

to those 1976 Amendments. The resultant effect vis a vis programs was that all twenty-seven theoretically sound and previously allowed approaches to continuing education activities that had been legislated before the 1976 Amendments were still theoretically and legislatively sound after the 1976 Amendments as long as "community" was defined (sociologically) as a group or "community" of individuals "who share some common interest or function."

The 1976 Amendments to Title I HEA may also be viewed not just as a policy mutation but also as a policy clarification. Considered as a policy clarification, the 1976 Amendments appear to have had the potential to make what was before implicitly permissible and utilized by some institutions more explicit, thus potentially increasing its use by those institutions which may have previously avoided funding or which may have been unable to capitalize on it perhaps because they assumed that it only allowed continuing education activities that were directed toward solving community problems in a geographic area and the institution could not or did not choose to provide that type of problem-oriented education.

Before the 1976 Amendments, those institutions in which administrators, proposal writers, and/or project directors recognized the two differentiated definitions of "community" were able to utilize Title I HEA to provide continuing education activities for community problem solving in a geographic area and/or to provide continuing education activities for the "community" of individuals "who share some common interest or function." The original legislation dealt with this latter sociological definition by requiring that the continuing education activities be to

meet the unique educational needs of the adult population who have either completed or interrupted their formal training ... to assist (educationally) the individual to meet the tasks imposed by fulfilling his role in the world

of work, as an informed and responsible citizen, and in his individual growth and development. (Regulations: Title I of the Higher Education Act of 1965, § 173.1)

After Title I HEA was clarified by the 1976 Amendments, administrators, proposal writers, and/or project directors in those colleges and universities which may have previously avoided funding or which may have been unable to utilize it could have found Title I Part A to be a potential source of support for the expansion of their continuing education. Through it they might have been able to provide such activities as the clarified legislation in the 1976 Amendments explicitly allowed:

to meet the educational needs and interests of adults, including expansion of available learning opportunities for adults who are not adequately served by current educational offerings in their communities. (PL 94-482, p. 2083)

Title I Part A (HEA) as Amended in 1976: An Illustration of a Loosely Coupled Implementation Process

The field of public policy provided the final concept to be used in determining whether the 1976 Amendments to Title I Part A of the Higher Education Act constituted a substantive shift, a clarification of intent, or possibly both. It provided an overarching concept illustrating a loosely coupled implementation process that served to locate and illustrate the primary focus of this research project.

Berman's Building Blocks

To understand the meaning of the impact of the 1976 Amendments to Title I Part A (HEA) on the continuing education administration in public institutions of higher education, this study turned to recently identified (1978) "building blocks," as Berman calls them, drawn from public policy macro and micro implementation conceptual frameworks and adapted by this author to the field of continuing education. Berman stated that federal policy making

takes place in a loosely coupled setting in which (a) many actors interact to determine who gets what, and when and how, and (b) policy passes through and is transmuted by successive levels of implementing operations. Within the local system, the process of micro-implementation consists of the mutual adaptation of the local policy (which has been adopted in response to federal policy) and local organizational characteristics. This complex adaptive process inevitably creates uncertainty in how policy will be implemented; the uncertainty cannot be eliminated without removing the local flexibility that is necessary if the policy is to work. (p. 157)

Berman stated that if social planners and social evaluators of federally initiated social action activities, including social welfare, housing, health and educational programs, had heeded the lessons of the body of organizational analysis, they would have realized "that it is impossible to predict accurately the consequences of policy choices in nonstandard decision situations or to control the process leading from policy to outcome." (p. 163)

Berman's Step-Like Passages

In developing his conceptual framework, Berman drew heavily from March, Simon and Weick to present a conceptual framework depicting a loosely coupled structure. The result of the loosely coupled structure suggested that "(1) each organization has its own problems, perspectives, and purposes that reflect its particular structure and culture (its setting) and (2) each organization acts more or less autonomously with the overall macro-structure of the sector." The results of this loose coupling were that "the policy passes through and is implemented sequentially by various organizations, so that the output of one implementing organization becomes the input for the other organizations." The final implemented program, and hence the policy's outcome, depends on these passages. Each passage creates difficulties and uncertainties. But most important, each passage transforms the "input" as it is adapted through the process "in a step-like fashion." (p. 167)

Berman suggested a chain of four distinguishable passages in the implementation of policy in social service delivery domains.

- | | |
|----------------------|---|
| Administration | (1) If P, then G (an authoritative policy decision, P, leads to a government program, G). |
| Adoption | (2) If G, then A (the government program leads to the adoption of a local project, A). |
| Micro-implementation | (3) If A, then I (the local project leads to an implemented practice, I). |
| Technical validity | (4) If I, then O (the implemented practice leads to outcomes, O). |

Adaptation of Berman's Passages

This researcher has proposed an adaptation of the chain of step-like passages appropriate to the domain of continuing education involving Title I Part A (HEA) as amended in 1976.

- | | |
|----------------------|--|
| Administration | (1) If P, then G (an authoritative policy decision, P, leads to a government program, G). |
| Dissemination | (2) If G, then D (the government program leads to the state-level dissemination of the program, D). |
| Adoption | (3) If D, then A (the state-level dissemination of the program, D, leads to the adoption of a local project, A). |
| Micro-implementation | (4) If A, then I (the local project, A, leads to an implemented practice, I). |
| Technical validity | (5) If I, then O (the implemented practice leads to outcomes, O). |

The adapted step-like chain of building blocks for the conceptual framework as it applied to the domain of continuing education involving Title I Part A of the Higher Education Act would look as the formula appears below:

If P, then G.
 If G, then D.
 If D, then A.
 If A, then I.
 If I, then O.

Substituting into this conceptual framework from the field results in the following:

- P = the authoritative policy decision: The 1976 Amendments to the Higher Education Act, Title I Part A.
- G = the government program: Title I Part A projects in continuing education directed through the federal Bureau of Higher and Continuing Education.
- D = the state-level dissemination of the program: State Plans approved by the federal bureau which adapt the federal policy to state priorities and disseminate throughout each state the RFPs to meet these priorities and ultimately grant federal funds to implement Title I programs at a local institution of higher education.
- A = the adoption of a local project: local higher education institutions' Title I projects funded through the state but using federal funds to implement continuing education activities approved by the federal legislation, but adapted to the local situation.
- I = the implemented practice: local continuing education activities--classes, workshops, seminars, etc.,--undertaken as part of the local institutional Title I project adapted to "community problem solving" or "the needs and interests of adults" in the outreach area of the institution.
- O = the outcomes: consequences for the learners involved in the local continuing education activities undertaken through Title I adapted to the learners' needs and interests, and societal context.

At each stage of coupling an adaptation occurs, as the original policy moves through the passages of coupling, ultimately producing outcomes which depend on the nature of previous adaptive interaction of the policy with the given

level of implementation. This adaptive step-like process has the potential to produce an almost incalculable number of possible acceptable outcomes at the ultimate individual and societal context level. Nevertheless, the policy has been implemented and the various diverse outcomes are both legally and technically valid: within the purpose of the federal legislation and meeting the needs of the people in the United States for whom it was designed.

One must, as Berman contends, allow the uncertainty of outcomes to remain in ultimate implementation of federal policy at the local level (in this case to public institutions of higher education) in order to provide the flexibility necessary for Title I Part A to work. Fortunately, such flexibility and such loosely coupled structures existed in the domain of continuing education provided through Title I Part A of the Higher Education Act from 1965 to the present.

Policy Implementation: A Cautiously Optimistic View

Simply because an adequate model has been proposed which allows for loose coupling at major steps in the process from policy adoption through policy outcome(s), realistically one must not expect simple or easily obtainable success in achieving that which a policy initially legislates. The most functional view of policy implementation one could take seems to be that of tempering optimism with caution or, put another way, of interlacing caution with optimism. Policy implementation has been discussed and analyzed by many authors. Anderson (1976), Pressman and Wildavsky (1973), and Hirschman (1967) provided insights specifically relevant to the caution and the optimism appropriate to research of this nature.

The caution against expecting too much from policy implementation expressed by Pressman and Wildavsky was tacitly granted by Anderson. In order to encourage policy implementation, agencies often activate one or

several procedures to facilitate the transformation of policies into program(s) that work. If the programs work, Pressman and Wildavsky would call them "remarkable." Hirschman recognized that each policy "comes into the world" with threats to its existence. However, countering the negative, Hirschman posits a hidden set of "remedial actions" called the principle of the Hiding Hand which call forth latent problem-solving creativity within those who implement policy and/or transform it into policy outcomes. Thus although the journey from policy (P) to outcome (O) may prove arduous, in the field of continuing education it may be that the principle of the Hiding Hand has been in operation both explicitly and implicitly at the various junctures between the policy (Title I of the Higher Education Act and its 1976 Amendments) and the outcomes for those involved in programs authorized and implemented through that policy. It is possible that those who have examined Title I (HEA) and programs implemented as a result of it could have come to different conclusions by taking a broader conceptual view of the phenomena such as Berman presents. Coupled with such a broad conceptual framework, consideration of the factors which hinder policy implementation noted by Anderson and Pressman and Wildavsky could have moderated evaluation of earlier research findings which tended to be critical of what was implemented as a result of Title I (HEA) funding in institutions of higher education. It is suggested that the principle of the Hiding Hand may have been in operation in those programs that did in fact "work." It is also suggested that, had earlier researchers had available to them or used broader conceptual models from the policy implementation literature, they could well have come to more positive conclusions about the relationship between Title I (HEA) and the programs implemented as a result of it. In fact, two studies (Farmer, Sheats, and Deshler, 1972; and Farmer and Knox, 1977) did use broad conceptual models in their investigations of Title I

(HEA). These studies, however, did not draw on the broad policy models reviewed (with the exception of the Farmer et al., 1972 study which included Hirschman's concepts).

None of the related studies identified and reviewed examined the relationship of the original act to its 1976 amendments. None has developed a typology by which the programs themselves may be categorized. Although evident upon examination of the Farmer, Sheats, and Deshler and the Farmer and Knox studies, none of these related studies has explicitly recognized and examined the two major meanings of "community" as they appear implicitly both in the legislation and in the funded programs before and after the 1976 Amendments. And none utilized an over-arching policy-implementation conceptual framework through which the implementation process may be viewed and analyzed in a coherent manner.

The present research project has examined the relationship of the original act, Title I (HEA), of 1965 and its 1976 Amendments. This project has explicitly recognized and examined the two major meanings of "community" as they implicitly appear in both the legislation and in the funded programs before and after the 1976 Amendments. Such analysis was necessary in order to provide the conceptual clarity requisite in understanding the complex relationships between major study variables.

In short, the current study combined a policy analysis conceptual framework which included loose coupling and recognition of the possibility that the principle of the Hiding Hand was in operation with a comprehensive examination of the two definitions of the term "community," (1) a geographic area and (2) a group of individuals "who share some common interest or function." Doing so seems to do greater justice to Title I of the Higher Education Act in its original and amended forms and what was implemented under it than more limited

conceptual perceptions used in prior studies, some of which could only complain that Title I and what was implemented under it was "too broad, too complex, and too unfocused." As indicated above, it may well be that their findings would have been more positive if they had used broader conceptual frameworks to examine the phenomenon, such as the one used in this study.

METHODS AND PROCEDURES

This study may be best understood in the light of the unpublished adaptation below by Farmer and Knox (1978) of the Broudy, et al., 1967 Chart I: "Design For Professional Preparation in Education."

-
- I. Theories and Other Generalizations From the Disciplines.
 - ↕
 - II. Theories and Other Generalizations About Continuing Education.
 - ↕
 - III. Continuing Education Experience Including the Practice of Continuing Education Practitioners.
-

Figure 5. An unpublished adaptation of Broudy's Chart I: "Design For Professional Preparation in Education" made by Farmer and Knox, 1978. (Adapted from Broudy, Parsons, Snook and Szoke. Philosophy of Education: An Organization of Topics and Selected Sources. Urbana, IL: University of Illinois Press, 1967, p. ix.)

An adaptation of Figure 5 has been presented below as it applies specifically to this research project.

-
- I. ^a Theories and Other Generalizations From Public Policy Analysis, From Sociology, etc., Relative to Analysis of Shifts in Public Policy.
 - ↕
 - II. ^a Theories and Other Generalizations About the Impact of the 1976 Shift in Title I (HEA, 1965).
 - ↕
 - III. ^a Continuing Education Experience Including the Practice of Continuing Education Practitioners.
-

Figure 6. Weichenthal's Adaptation of Farmer and Knox's 1978 unpublished adaptation of Broudy's Chart I: "Design For Professional Preparation in Education." (Adapted from Broudy, Parsons, Snook and Szoke. Philosophy of Education: An Organization of Topics and Selected Sources. Urbana, IL: University of Illinois Press, 1967, p. ix.)

In other words, the continuing education experience, including the practice of continuing education practitioners, has been used as a means of contributing to theories and other generalizations about the impact of the 1976 Shift in Title I (HEA, 1965) in the light of theories and other generalizations from public policy, from sociology, etc., relative to the analysis of shifts in public policy.

Study Design

This nation-wide research project analyzed the impact of that shift in national public policy as it affected Title I Part A of the Higher Education Act and what was implemented under it. The population for this study was derived from analysis of the national records of the Bureau of Higher and Continuing Education in Washington, D.C. Sixty public institutions of higher education were identified in twenty-one states throughout the continental United States. All institutions included were ones (1) which the shift in Title I Part A was intended to impact and (2) which, according to their respective state plans on record at the Bureau of Higher and Continuing Education, were at that time offering continuing education programs directly resulting from the federal policy shift aimed at "meeting the educational needs and interests of adults" especially those "not adequately served by current educational offerings in their communities." (PL 94-482, 1976, p. 2083) Data were gathered about the nature of Title I of the Higher Education Act, 1965, and its 1976 Amendments related to the continuing education programs funded and operational in those sixty public institutions of higher education at the time this naturalistic, exploratory study was undertaken.

This study was conducted in three phases. The first phase consisted of a pilot study involving six public institutions of higher education within a 150-mile radius of the University of Illinois at Urbana-Champaign. In Phase

Two, each of the 60 public institutions of higher education constituting the research population received a mail questionnaire directed to the "major administrator most knowledgeable about and most responsible for the continuing education offered by this institution." A final telephone probe, Phase Three, using elite and specialized interviews completed the data collection component of this research. Of the total population, ninety percent or fifty-four institutions provided usable data. Thus, findings derived from both quantitative and qualitative data analysis were generalized to the entire study population.

Major Study Hypotheses

Four major study hypotheses were posited for this research project. They were formulated from related theory and concepts as well as from a knowledge of the field. These four hypotheses are presented below.

Major Hypothesis No. I: A and B

The first major hypothesis for this study was:

- I. The perceptions of the major continuing education administrators [as critical conversion agents or links between the law (the Shift in Title I Part A HEA as amended in 1976) and the implementation of the law in public four-year colleges and universities] (1) concerning the Shift (see I. A. below) and (2) concerning their administrative roles (see I. B. below) will be positively correlated with the functionality of the consequences (within the institution, for the learners, and in the community/society of the learners). More explicitly:
 - A. The perceptions of the major continuing education administrator regarding the Shift will be positively correlated with the functionality of the actual and anticipated consequences resulting

from the Shift's impact on his/her institution, on the learners involved with the institution, and on the societal context (community) of the learners involved with the institution. A positive view of the Shift will be positively correlated with the more functional actual and anticipated consequences; a negative view of the Shift will be positively correlated with a lack of functional actual and anticipated consequences (Carey, 1963).

- B. The perceptions of the major continuing education agency administrator regarding his/her views of himself/herself as a decision-maker will be positively correlated with the functionality of the actual and anticipated consequences resulting from the Shift's impact on his/her institution, on the learners involved with the institution, and on the societal context (community) of the learners involved with the institution.

Major Hypothesis No. II: A and B

The second major hypothesis for this study was:

- II. Certain key characteristics of the continuing education administrative unit in public four-year colleges and universities will be positively correlated with the functionality of the consequences (within the institution, for the learners, and in the community/society of the learners). More explicitly:

- A. The more formal the type of guiding principles (none, informal, formal: Carey, 1963) for continuing education and community service, the higher the level of functionality of the actual and anticipated changes resulting from the Shift for the institution, for the learners involved with the institution, and for the societal context of those learners.

- B. A curvilinear relationship will exist between the number of years continuing education administrative units have been in operation in institutions of higher education and the functionality of the actual and anticipated changes resulting from the impact of the Shift for the institution, for the learners involved with the institution, and for the societal context of those learners (Carey, 1963).

Major Hypothesis No. III

The third major hypothesis for this study was:

- III. Higher education institutions which had little continuing education or community service programming (will) have used Title I Part A as amended in 1976 to develop such programs.

Major Hypothesis No. IV

The fourth major hypothesis for this study was:

- IV. Those institutions of higher education involved with the community service programs funded by Title I before the Shift brought about by the 1976 Amendments will revert to continuing education programs only.

Data Analysis

Sixteen independent variables were hypothesized as affecting three process and six outcome variables. Attention was given to establishing the validity of data in Phase One in the following way: (1) triangulation (obtaining data about the same phenomenon from two or more respondents at the same institution); (2) cross validating oral statements by comparing them with (a) written reports submitted to the Illinois Board of Higher Education, (b) printed material made available to the general public, and (c) confidential correspondence made accessible to the researcher. Attention was given to

establishing the validity of data in Phase Two and Three of the study in the following ways: (1) responses of administrators to the survey instruments and (2) cross validating administrators' responses through examination of state agency plans and reports contained in the files of the Bureau of Higher and Continuing Education. Where applicable, persons in national offices in Washington, D.C. who were considered very knowledgeable about Title I and what has been implemented as a result of it were asked questions about the phenomena examined in this study. Their responses were used as a third way of cross validating data gathered in this study.

In the final phase of research, statistical analysis of responses gathered from mail questionnaires and from elite and specialized telephone interviews indicated that there was no statistically significant difference between the two.

Reliability in the post-coding of data to be analyzed was established at the .80 level for forty-two items. For four items the interrater reliability level was established at .72. For two items where theoretically and empirically the literature indicates agreement among professionals has not been established, the most consistently congruent method of coding statistically was selected and those two items were reanalyzed prior to final categorization.

In this exploratory study, the identification of nominal levels (categories) of responses was possible as well as the identification of ordinal levels in data collected. For certain questions, interval level data were generated, and in the final analysis of data, tests of the analysis of the variance of selected variables was possible. Thus, both nonparametric and parametric procedures were employed. The following statistical techniques were used to quantitatively analyze data in this study:

1. Frequency tabulations, percentages, and means--to measure trends in the responses and to establish a profile in selected areas of responses;
2. Cross tabulations--to compare selected independent study variables (i.e., type of institution or administrative perspectives on a given item) with selected dependent study variables (i.e., actual institutional change reported or anticipated learner change);
3. Correlations--Chi square or Fisher's exact, depending on the nature of the data, to examine the significance of association between data sets;
4. Analysis of Variance--to test for significant variability in responses along original dimensions established for this study (i.e., size of institutions by type of institutions on actual and anticipated change).

In quantitative analysis, statistically significant relationships at .05 level or less were required to accept a hypothesis.

FINDINGS AND THEIR INTERPRETATION

During data analysis of the findings two very distinct types of impact emerged: Anticipatory Impact and Subsequential Impact. These two types of impact influenced findings and affected study hypotheses.

It had been hypothesized that in institutions where the major continuing education administrators perceived that their institutions could benefit from implementing programs allowed under the Shift, there would be more functional actual and anticipated consequences than where the administrators perceived no advantages or where they perceived disadvantages. It was concluded that the perceptions of major continuing education administrators about institutional advantages or institutional disadvantages resulting from the Shift made no

difference on the consequences for the institution, for the learners, in the lives of the learners, or in the community/society of the learners. Therefore, the first sub-hypothesis of the first main hypothesis was rejected.

It had been hypothesized that the more powerful the administrators perceived themselves to be, the more functional the outcomes would be resulting from the Shift for the institution, for the learners, in the lives of the learners, and in the community/society of the learners. Qualitative and quantitative analysis of data did not provide a basis to accept that hypothesis. Rather, it was found that administrative characteristics differed when analyzed by institutional size and institutional type and that difference correlated significantly with the two types of impact resulting from the Shift. Major continuing education administrators in institutions exhibiting Subsequential Impact tended to be less familiar with the change(s) brought about by the Shift as well as less extensively involved in policy, especially beyond an institutional level (i.e., at a state or national level). On the other hand, major continuing education administrators in institutions exhibiting Anticipatory Impact tended to exhibit (1) greater familiarity with the change(s) brought about by the Shift, (2) more extensive involvement with policy especially beyond the institutional level, and (3) a broader more powerful perception of their roles than their colleagues in institutions exhibiting Subsequential Impact. Where administrators of continuing education and others in the institution had enough knowledge and experience in continuing education and community service to perceive that Title I as originally stated permitted serving communities of individuals as well as communities geographically defined, the Shift was "anticipated" and feedback from these administrators to the national level seemingly contributed to the Shift. Where administrators of continuing education and others in the institution did not

have such knowledge and experience, the clarification of the original Higher Education Act brought about by the 1976 Amendments then allowed these institutions to use it to develop continuing education activities. The result, in these cases, was Subsequential Impact. Given the nature of these findings, the second sub-hypothesis of the first main hypothesis was rejected as originally stated.

It was concluded that the type of guiding principles (none, informal, formal) which a public institution had regarding the continuing education it offered made no significant difference on the impact resulting from the Shift. Thus, the first sub-hypothesis of the second main hypothesis was rejected.

It had been hypothesized that a curvilinear correction would exist between the number of years an institution had offered continuing education and the functionality of actual and anticipated consequences resulting from the impact of the Shift. Rather, statistical analysis indicated a negative correlation between the number of years the institutions had offered continuing education and Subsequential Impact resulting from the Shift. There was a positive correlation between number of years the institution had offered continuing education and both institutional size (large) and institutional type (land-grant). Data analysis revealed that (1) most of the older, larger, land-grant institutions, which had offered continuing education activities for a relatively longer period of time, had Anticipatory Impact resulting from the Shift; and that (2) most of the younger, smaller, non-land-grant institutions, which had offered continuing education activities for a relatively shorter period of time, had Subsequential Impact resulting from the Shift. The older, larger, land-grant institutions had anticipated the Shift (viewed as clarification of the original legislation) and were already providing continuing

education activities allowed by the original legislation before it was clarified by the 1976 Amendments. The younger, smaller, non-land-grant institutions had not anticipated the Shift but were able to provide continuing education activities allowed by the original legislation after it was clarified by the Shift. Thus, the second sub-hypothesis of the second main hypothesis was rejected as originally stated.

The third main hypothesis could be tested only qualitatively because of the small numbers involved. Such analysis indicated that the smaller institutions tended to have just started becoming extensively involved in continuing education and community service about the time of the Shift.

Neither qualitative nor quantitative data analysis provided a basis to substantiate the fourth main hypothesis; therefore, it was rejected. However, there were indications that an increasing number of institutions were able to recognize and use the second definition of the term "community" when providing continuing education activities for individuals "who share some common interest or function." In addition, these institutions were also able to use any or all of Lawshe's three conceptual dimensions (time-place, substantive, catalytic) to provide continuing education to meet the needs of individual adults, communities of adults, and the community defined as a geographic area.

For those institutions exhibiting Subsequential Impact, data analysis determined that actual and anticipated consequences were functional. That is, these consequences have increased and/or will increase or maintain the adaptation or adjustment of the institution and the participants to their respective settings, thus making for the persistence of the institutions and the participants in their respective environments.

Major Findings

The following eight major findings resulted from qualitative and quantitative analysis of the data:

1. The Shift was not a substantive change in legislation. Viewed from the perspective of the policy per se, the Shift was a mutation of the original legislation. The Shift brought clarification to the original intent of Title I of the Higher Education Act of 1965.
2. The term "community" as used in the original legislation could be interpreted as having a dual meaning which some who were involved in Title I activities seem to have explicitly or implicitly recognized; others, seemingly did not. Community could be a "geographic place" or a group of individuals "who are some common interest or function." The clarification brought about by the Shift made the latter definition more explicit. Thus, institutions which had previously been unaware that they could utilize or were unable to utilize Title I to develop and/or expand their continuing education activities were more able to use Title I as amended in 1976 to develop and/or expand their continuing education activities.
3. Two differentiated kinds of impact were identified in relation to the Shift: Anticipatory Impact and Subsequential Impact. Anticipatory Impact of the 1976 Amendments to Title I Part A (HEA) included consequences or changes that occurred within the system or for participants under consideration prior to the Shift. Subsequential Impact of the 1976 Amendments to Title I Part A (HEA) included consequences or changes that occurred within the system or for participants under consideration after and as a result of the Shift.
4. In general, the Anticipatory Impact of the Shift occurred in the larger, older, land-grant public institutions of higher education included in this study. No effort was made to probe the

consequences of Anticipatory Impact in those institutions in which they occurred.

5. In general, the Subsequential Impact of the Shift occurred in the smaller, younger, non-land-grant public institutions of higher education studied. In institutions in which Subsequential Impact occurred, in general, almost all of the actual changes or consequences and the anticipated changes or consequences were functional within the institution, for the learners, and for the society of the learners. Such functional changes or consequences increase or maintain the adaptation or adjustment of the units and the participants to their respective settings, thus making for the persistence of the units and the participants in their settings.
6. In those institutions in which Anticipatory Impact occurred, administrators (a) viewed their role more broadly (saw themselves as proactive); (b) were more familiar with the change(s) brought about by the 1976 Amendments to Title I Part A (HEA); and (c) tended to be more extensively involved in dealing with policy at an institutional, state, and national level than administrators in institutions where Subsequential Impact occurred.
7. In those institutions in which Subsequential Impact occurred, administrators (a) viewed their roles less broadly (saw themselves as reactive); (b) were less familiar with the change(s) brought about by the 1976 Amendments to Title I Part A (HEA); and (c) tended to be less extensively involved in dealing with policy at an institutional, state, and national level than administrators in institutions where Anticipatory Impact occurred.

8. If was found that those major administrators of continuing education in public institutions of higher education studied tended to rely heavily on their own professional experience in relation to policy in defining it and in identifying and analyzing national public policy as it relates to their institutions. However, in identifying and analyzing national public policy in relation to their own institutions, those major administrators ranked reading (literature, journals, papers) as most helpful to them.

IMPLICATIONS FOR THEORY AND PRACTICE

The following implications have been derived from the eight major findings of this study for theoreticians, major administrators, and practitioners of continuing education.

1. Reading the original Higher Education Act and then the 1976 Amendments to it as a clarification rather than a substantive shift can help practitioners and top-level administrators understand the full scope and potential of the Higher Education Act. Theoreticians studying higher continuing education in general or Title I of the Higher Education Act specifically can use this approach to avoid dealing with Title I as if it were one phenomenon before 1976 and a very different phenomenon thereafter.
2. In dealing with the 1980 Amendments to the Higher Education Act, currently under consideration, and other shifts in other public policies, theoreticians and practitioners of continuing education would do well to familiarize themselves with the initial legislation and its amendments and then analyze such acts to determine the full breadth of the initial act and the extent to which amendments to it are substantive changes or clarification of it.

3. Theoreticians and practitioners who tend to assume policy changes or shifts are necessarily detrimental may wish to reevaluate that assumption given the nature of the results of this study. Many institutions in which there was Anticipatory Impact as well as those in which there was Subsequential Impact benefited from the 1976 Shift.
4. Theoreticians of public policy analysis may wish to relate findings from this study of a shift in continuing education public policy to their broader consideration of the impact of other shifts in public policy analysis in fields other than continuing education.
5. Theoreticians who study higher continuing education, policies affecting higher continuing education, and Title I specifically and who have used a narrower perspective than the one utilized in this study may wish to broaden their conceptual bases for analysis to include both the anticipated impact and the subsequential impact of such policies in order to avoid simplistic or erroneous conclusions which may result from inappropriate or too narrowly focused conceptual bases.
6. Theoreticians who study higher continuing education and Title I specifically would do well to take into consideration the two definitions of the term "community" to avoid dealing with continuing education and community service in institutions of higher education as if it could be related to individuals or to community as a geographic place but not both. This distinction may apply to the analysis of other legislative acts and their amendments as well.
7. Theoreticians and continuing education administrators who have only related Title I to continuing education and community service activities to meet the needs of communities as geographic areas can

use such activities to assist educationally in meeting the needs of communities of individuals "who share some common interest or function." Theoreticians and continuing education administrators who have related continuing education and community service activities to meeting the needs of communities of individuals "who share some common interest or function" can use such activities to assist educationally in meeting the needs of communities viewed as geographic areas.

8. Continuing education administrators in institutions of higher education where there has tended to be relatively high priority placed on public policy analysis on the part of continuing education practitioners and top-level administrators relative to public policy affecting continuing education and community service would do well, of course, to continue to place a high priority on familiarizing themselves with national public policy, its related shifts, and particularly Title I and its amendments. Based on the findings of this study, such institutions seemingly benefited from the Shift and such continuing education administrators seemingly contributed to it.
9. Continuing education administrators in institutions of higher education where there has tended to be relatively low priority placed on public policy analysis on the part of continuing education practitioners and top-level administrators relative to public policy affecting continuing education and community service would do well to attempt deliberately to put a higher priority on familiarizing themselves with national public policy, its related shifts, and particularly Title I and its amendments as these policies affect their respective institutions.

10. To the extent that those practitioners and administrators involved in continuing education and community service join forces in seeking to anticipate needed policy shifts to clarify federal legislation or to change it substantively, higher continuing education can have a greater voice in shaping the public policy affecting its activities and in creating its own destiny.
11. Those who wish to become continuing education practitioners may well benefit from experience in dealing with national public policy and shifts in it. In doing so, they may do well to focus first on a specific public policy, identifying it and analyzing it as it relates to institutions of higher education. Then they can focus on shifts in that policy and its effects on those institutions.
12. Practitioners who have previously been relatively limited in the alternative approaches they used to provide continuing education activities to meet the needs of communities of individuals "who share some common interest or function" may want to expand their continuing education and community service activities by using more of the twenty-seven alternative approaches identified in this research.
13. Practitioners may be able to use findings from this study to assist them in writing proposals for continuing education activities which would be funded through Title I of the Higher Education Act.
14. Practitioners of continuing education may well benefit from the assistance of professors of continuing education, professors of educational policy studies, and/or professors of public policy analysis in analyzing national public policy and subsequent amendments to it.

15. An ongoing review by practitioners and/or theoreticians of public policies relative to higher continuing education and shifts in these policies may well benefit all institutions of higher education. Such review may be at a consortial level, state level, regional level, or national level. Results should be made available quickly and distributed widely to practitioners to keep them informed and allow them time to plan continuing education activities that anticipate shifts in public policy and/or subsequently benefit from those shifts.
16. Theoreticians and practitioners would do well in their efforts to help top-level administrators understand public policies affecting continuing education and shifts in these policies to do so by providing them such information in the form of written executive briefs. This implication was derived from the finding that top-level administrators indicated they preferred reading (plus experience) as most valuable to them in identifying national public policy and in analyzing it as it relates to public institutions of higher education.

IMPLICATIONS FOR FURTHER RESEARCH

As indicated earlier, this study is relatively unique among continuing education research efforts because it examines a shift in public policy affecting continuing education by using the experience of continuing education practitioners as a means of contributing to theories and other generalizations about the impact of the 1976 Shift in Title I (HEA, 1965) in the light of theories and other generalizations from public policy, from sociology, etc., relative to the analysis of shifts in public policy. It would seem that research from a similar perspective is needed in further research efforts that

examine the relationship between public policy, shifts in it, and effects on all forms of adult and continuing education wherever it occurs. More specific suggestions follow:

1. As indicated previously, empirical data were obtained only in public institutions of higher education. The line of scholarly inquiry started in this study could be extended by obtaining similar data in other settings, i.e., private institutions of higher education, community colleges, other postsecondary institutions.
2. This study used a relatively broad conceptual framework. Within that broad conceptual framework further research could be undertaken to:
 - a. investigate the relationships between any of the major conceptual components;
 - b. trace a single instance completely from policy authorization to ultimate policy outcome(s);
 - c. investigate the problems at the juncture(s) of any of the major conceptual components;
 - d. investigate any of the major conceptual components per se;
 - e. compare a major model component within a state, across given states, within regions, across regions, in various types, and/or sizes of higher education institutions.
3. A comparative study of the same population as this research project investigated (public institutions of higher education) could be made following the 1980 Amendments to Title I of the Higher Education Act to determine the impact of the 1980 Amendments.
4. A probe of the changes and consequences reported by the continuing education administrators who responded to this study could be undertaken to determine whether or not that which was anticipated actually occurred.

5. The findings from the type of further research suggested above may well complement what is found in other types of research and evaluation of continuing education.

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